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**What Constitutes Success?
Evaluating Legal Services for Victims of Crime
Final Site Report: Oregon Crime Victims Law Center**

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What Constitutes Success? Evaluating Legal Services for Victims of Crime

Final Site Report: Oregon Crime Victims Law Center

Purposes of this Report

This report has three purposes:

1. To report to OCVLC the results from the formative evaluation.
2. To frame how this work can be used and how it fits into the next phases of evaluation:
 - a. how data will be used and can be useful to OCVLC, and
 - b. how the formative evaluation fits into the larger project, which is as a test to scope out what is possible/needed to set up the next phases for success.
3. To ensure that information about OCVLC in the final report is factually accurate. The versions of the program/process description, process flow, logic model, and the customized conceptual model in this report all contain adjustments based on lessons learned during the pilot test and feedback from the post-pilot focus group.

Contents

Project Purpose	3
The Conceptual Model.....	4
Formative Evaluation Process.....	4
Site Context.....	6
Process Flow and Logic Model.....	9
Final Data Collection and Analysis Plan	12
Pilot Test Experience	12
Data Quality Assessment	13
Fidelity Assessment	18
Evaluability Assessment.....	23
Discussion and Recommendations for Next Phase.....	27
Usefulness of this Research	30
For OCVLC	32
Theoretical Contributions	33
Contributions to Evaluation	33
References.....	34

Project Purpose

This National Institute of Justice (NIJ)-funded project is a researcher-practitioner collaboration between the Justice Research and Statistics Association (JRSA), the National Crime Victims' Law Institute (NCVLI), national experts, and three local programs. These programs include Arizona Voice for Crime Victims (AVCV), Maryland Crime Victims' Resource Center (MCVRC), and Oregon Crime Victims Law Center (OCVLC).

The purpose of this project for the field is to establish a foundation for future rigorous evaluation that can inform and support excellence in victims' rights enforcement work and other legal services for victims. The first component was the development of a conceptual model for victim legal services. A preliminary version of the model was adapted to fit OCVLC's services. After the pilot test, refinements were made, and a finalized OCVLC-specific version of the model was created (described below).

The rest of this project comprised a *formative evaluation*, which is a rigorous assessment to determine OCVLC's readiness for formal evaluation. This was carried out by collecting key program documentation, interviewing stakeholders, collaborating to design a pilot data collection, and executing a six-month pilot test of it. The goal was to determine which data will be most useful for OCVLC's purposes on an ongoing basis and to inform the two phases of formal evaluation. These phases consist of a *process evaluation*, during which the evaluation team will collect more detailed data on *how* services are delivered, while working with OCVLC to complete ongoing improvements to the client satisfaction survey and implementation (services) data collection launched during the pilot test. These activities will prepare OCVLC for Phase III, the *outcome evaluation*.

An important point raised during the post-pilot test focus group with OCVLC staff was that it can be difficult to see how data can be used to inform practice (especially numerical data) when the true impact of services is most easily seen in one-on-one interactions with clients rather than number of services delivered and scale measures that may seem abstract. Even in client satisfaction surveys, staff said that the most useful feedback they receive is not from questions that involve "ticking boxes," but open-ended questions where respondents can express their feelings via written responses. Nevertheless, stakeholders also want to know about overall trends in service delivery, victim outcomes, and aspects of service delivery that are most associated with improved outcomes. Fostering an environment of continuous improvement can have a number of benefits for OCVLC and other legal clinics, such as:

- Standardizing collection of performance data (numbers of activities performed, such as reported for VOCA), but adjusting them to provide more detail on desired outcomes from the conceptual model. Then, by comparing them against OCVLC's carefully designed

procedures and assessing real-life fidelity (faithfulness) to those procedures, OCVLC can identify where deviation from best practices may be occurring and self-correct.

- Re-designing and standardizing some survey questions to generate more variety in responses. Doing this can generate useful information about overall trends in victim outcomes to supplement the free-text responses that OCVLC values. The ability to measure these trends and tie them to program activities can inform internal program design and increase OCVLC's ability to demonstrate its value to funders, boards of directors, criminal justice and victim services partners, legislators, and the community.
- By basing data collection and measurement on a conceptual model of best practices and a logic model based on the goals and theory of change defined in the conceptual model, OCVLC can meaningfully measure progress against its stated mission and goals.

These benefits can be of value not only to OCVLC, but to the field of victims' rights enforcement across the country.

The Conceptual Model

The purpose of a program and its expected outcomes and impacts must be outlined in detail before evaluation occurs (Black, 2016). A conceptual model for victim legal services was developed via collaboration with OCVLC, AVCV, and MCVRC staff, interviews with 17 other subject matter experts, a further survey that targeted 104 subject matter experts (77 responded), and supported by an extensive literature review.

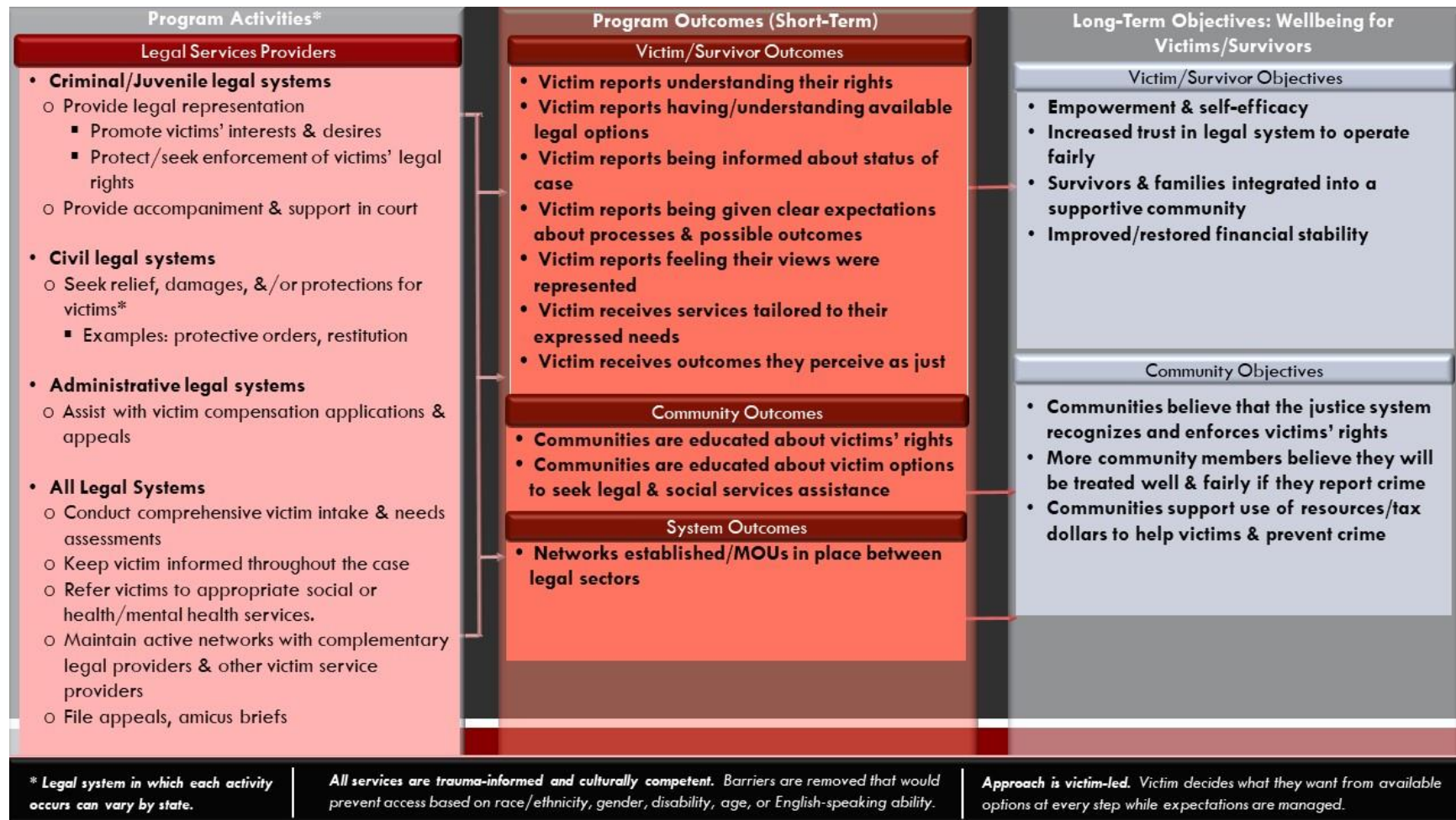
The *conceptual model* guided the selection of measures to be pilot-tested (see OCVLC's Implementation Guide from this project). After the pilot test concluded and the data were analyzed, the overall and OCVLC-specific conceptual models were revised. OCVLC's model was further pared down to only include activities that OCVLC performs, and the final conceptual model for future use in evaluation of OCVLC services is shown in Figure 1.

Formative Evaluation Process

The purpose of a formative evaluation is to do an assessment of a program's readiness, resources, and capabilities to participate in a formal evaluation. The JRSA/NCVLI research team began this formative evaluation by conducting a site visit with OCVLC in January 2020, during which we reviewed program documentation, conducted staff interviews, and received a detailed "tour" of LegalFiles (OCVLC's case management system, or CMS). Based on this information, the project team began working with OCVLC to design the pilot data collection.

However, in March 2020, the COVID-19 pandemic derailed plans, not only for this formative evaluation, but for the entire victim legal services field. After agreeing to pause the project temporarily, JRSA conducted interviews with three OCVLC staff in August 2020 to ascertain the impact of COVID-19 on Oregon's criminal justice system, on legal services, and on their internal operations. Work resumed to design the pilot data collection and pilot test in

Figure 1. Post-Pilot Customized Conceptual Model for OCVLC



September 2020. During this time, the evaluation team worked collaboratively with OCVLC to select measures and draft and finalize the logic model, data collection instruments (survey and LegalFiles data), and the implementation guide used to guide the data collection and reporting processes. Training was conducted in January 2021 and pilot data were reported covering the six-month period from December 1, 2020, through May 31, 2021 (reported quarterly on March 15 and June 15, 2021). After the pilot test was completed, a post-pilot focus group was held with all OCVLC staff to gather feedback about the pilot test experience, and the data were analyzed for their utility in future evaluation.

Site Context

History. Oregon Crime Victims Law Center (OCVLC) was founded in 2009 after the passage of Oregon Senate Bill 233, which was enacted to give crime victims legal standing to enforce their state constitutional rights and a legal structure within which to do so. OCVLC’s founders understood the importance of defending and advancing victims’ rights as a way to ensure a fair and balanced criminal justice system that promotes respect, dignity, and meaningful participation by crime victims—particularly for vulnerable victims who have challenges that make it difficult for them to advocate for themselves. Since its inception, OCVLC has recognized the importance of developing collaborative working relationships with criminal justice stakeholders, victim service programs, and other community partners. OCVLC has forged strong relationships with many district attorney’s offices and victim assistance programs throughout the state, the Oregon Board of Parole and Post-Prison Supervision, and the Oregon Department of Justice’s Crime Victims’ Services Division. OCVLC is a member of the Oregon Sexual Assault Task Force Advisory Committee and the Oregon Attorney General’s Crime Victims’ Rights Advisory Committee and Immigrant Subcommittee.

Mission. OCVLC’s mission statement is as follows: “To advocate for crime victims to ensure their independent voices are heard and their legal rights are protected. OCVLC provides free legal services to crime victims to help them assert their rights within a criminal case.”¹ To carry out this mission, at the time of the pilot test, OCVLC staff comprised an executive director, five attorneys, one administrative assistant/advocate (dual role), and a financial manager. OCVLC’s financial resources come from their VOCA grants and other state, local, and federal grants, as well as donations and private foundation grants. Technology and data management resources include their LegalFiles case management system, a language line for interpreter services, their intake assessment and exit survey instruments, and a financial management platform.

Services. OCVLC’s services focus primarily on victims’ rights violations and protective order hearings, extensions, modifications, and enforcement. A client comes to OCVLC either

¹ <https://www.ocvlc.org/>

through self-referral, or an external referral. Sources of self-referral include word-of-mouth (e.g., referral by a former OCVLC client), web searches, flyers at the courthouse, and walk-ins. External referrals come from victim advocates from district attorney's offices (mostly), Legal Aid, other attorneys, or police; or from community partners such as other victim services programs, domestic violence programs (such as the Gateway Center for Domestic Violence Services in Portland), or child abuse assessment centers. Referrals for contested protective order cases come from the court system, whereas victims' rights violations in criminal cases tend to come from the DA's office.

Intake and Determination of Eligibility. At OCVLC, the intake assessment is typically conducted by their administrative assistant/advocate (dual role), but can also be carried out by any attorney staff member. The intake assessment is done in-person, or over the telephone and involves completing the intake form and gathering victim, offender, and case information to identify the client's needs. A client may be new or returning; OCVLC uses limited representation agreements, meaning that each agreement is limited to resolving a particular issue rather than representation that extends through the totality of a case, like AVCV and MCVRC. If a new issue arises in an ongoing case that qualifies for OCVLC representation, then a new representation agreement is generated to cover the additional/subsequent services.

If a client is not eligible for services (e.g., no real rights violation present, client's issue is outside OCVLC's scope of service provision, or client does not wish to pursue legal action), then OCVLC: a) informs the client of his/her rights and the pros and cons of different options available; b) proposes a safety plan (what to do if the client finds themselves in danger or threatened—who they will call, where they will go, how to report, etc.); and/or c) gives the client an external referral to a provider who is able to help with their needs (i.e., if help with family law is also required). Once a referral is matched to the client, OCVLC will give the case a “warm handoff” whenever possible, where the OCVLC attorney personally connects and introduces the victim and their situation to the external provider. Furthermore, the referral is also given to the client in writing:

“Because clients are in significant trauma... oral information will not be processed, so I send a bullet-pointed email and say what referrals are for what service.”

(Attorney)

Once a client is deemed eligible for services, a conflict check is conducted, and the intake/conflict check information is sent to the executive director for final approval and attorney assignment. An informal internal consultation may occur to determine case priority based on issue complexity and attorney workload, and then the initial client consultation is scheduled.

The purposes of the initial client consultation are to: discuss the facts of the case and the client's options, explain the attorney's role and their assessment of the case, explain the legal

process and how to prepare, gain client input and expectations; exchange/verify contact information, and outline next steps.

“This is one of the things I ask at intake and at the first meeting – what do you want to see happen? What outcome? Explain rights. I will not take on a case that I cannot help with. Ensure they have realistic expectations of what can happen in the case.”

(Attorney)

“In the first conversation, I try to discern goals. They may not know or have the language to explain what they need. The system is new, they are traumatized or confused. Talk in broad terms. What’s going on in your life other than this right now?”

(Executive Director)

It should be noted that the needs assessment process that takes place in the initial consultation is not formalized (i.e., there is no form to complete). The discussions are customized to each individual client. After the representation agreement is signed and an initial consultation occurs, the attorney will notify agencies and other parties involved in the case and gather information/evidence and relevant documents for a full case review. For protective order cases, a notice of representation will be sent to court and the opposing party. For criminal cases, OCVLC will obtain the client’s consent to contact the DA to gain access to police reports, photos, recordings, etc. The attorney will also file a notice of representation in the criminal case, and connect with the victim advocate in the DA’s office, community or system-based advocates, social welfare offices, other attorneys assisting with legal matters, law enforcement, and other family members, as needed—all with client consent.

Clients are free to exit the legal process at any stage of their case, except if the case is a criminal case then OCVLC cannot stop the prosecution of the offender. The prosecution decision lies with the DA; OCVLC’s attorneys will educate clients on the legal process and advise the client of their rights even if they do not wish to participate: “This can be hard to hear” (Attorney). Client engagement varies from client to client. To sustain client engagement, attorneys stay in contact with the client and follow up, emphasizing that “it’s ok to reach out and extend the conversation” (Attorney), and they provide clients with written material (e.g., bullet point summary of discussion and options) to take away so they can make informed decisions free from external pressure.

Within one to two weeks after a case closes, the attorney writes a termination letter to end representation and mails or emails out a victim satisfaction survey. OCVLC sends client surveys only for legal services cases, not for advocacy-only. The survey is short with open-ended questions, and usually around one-quarter of the surveys are returned (via mail, email, fax, or

verbally over the phone). If the initial survey is not returned, a second survey might be sent, or a follow-up call made by the advocate to ask whether the client needs any additional resources.

There is concern that completing the survey may re-traumatize victims; many clients are just “done with the case and never want to think about it again” (Attorney). Clients are informed that OCVLC’s survey is not anonymous. Other reasons why few surveys are returned relate to life situations and circumstances (e.g., ongoing repercussions from the case, improvement in situation or relocation) or client vulnerability (e.g., homelessness, mental illness, severe trauma). The verbiage of survey questions may also be off-putting for some clients:

“The question asking do you want to get involved could hit some victims negatively as many have lots going on so asking if they want to volunteer could be triggering or inappropriate in this context.”

(Advocate)

In contrast, “rule followers” and “savvy and stable clients” are most likely to return the survey (Attorney). Long-term cases have the highest survey return rate due to invested relationships. According to OCVLC staff, positive feedback received from clients is usually related to having good representation (communication/questions answered), feeling heard, and empathetic treatment by the attorney. The survey results are reviewed by the executive director and then forwarded to the client’s attorney who enters the information into LegalFiles.

Process Flow and Logic Model

Figure 2 shows an illustration of OCVLC’s case flow process as described above. Figure 3 shows the finalized logic model that breaks down OCVLC’s inputs, activities, outputs, short-term outcomes, and long-term objectives as guided by the conceptual model. These versions contain revisions made post-pilot to improve its accuracy before this project moves into the process evaluation phase.

Figure 2. OCVLC Case Processing Flow Chart

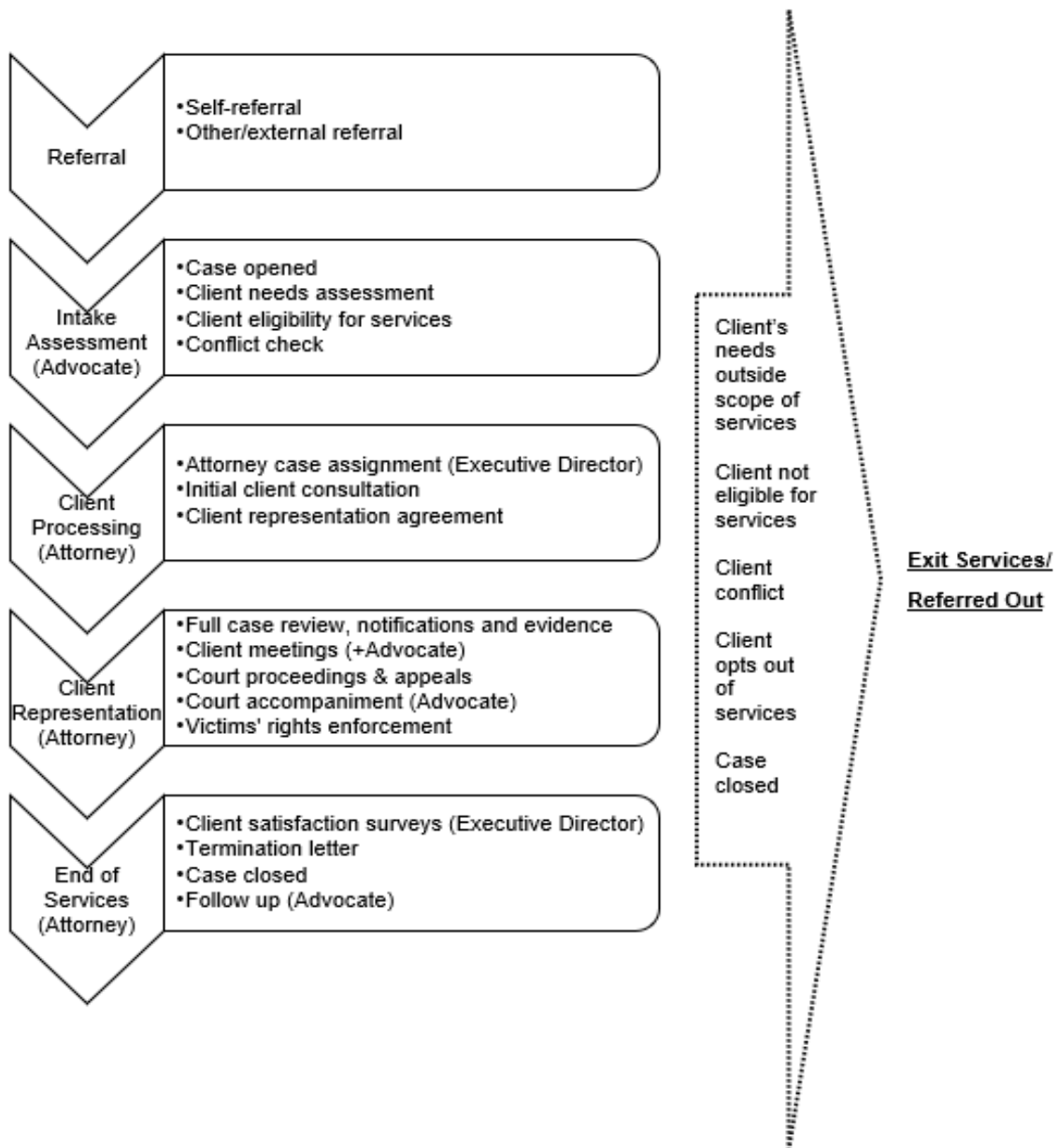


Figure 3: OCVLC Final Logic Model

Inputs	Activities	Outputs	Short term Outcomes	Long-term Outcomes
People <ul style="list-style-type: none"> • Executive director • Senior staff attorney • Staff attorney • Finance manager • Advocate • Victim/survivor/clients (V/S/C) 	Intake assessment Inform of options/possible outcomes Legal representation <ul style="list-style-type: none"> • Rights enforcement • TPO Support/accompaniment Information <ul style="list-style-type: none"> • Case events • Rights and options File appeals and amicus briefs Maintain provider networks <ul style="list-style-type: none"> • Referrals 	# Victims represented # Victims notified # Each service provided <ul style="list-style-type: none"> • # of times • Dosage level # TPOs filed, modified, extended, enforced # Referrals out for complementary services # appeals/amicus briefs filed Culturally sensitive services and TIC provided	Victim needs met <ul style="list-style-type: none"> • Informed of rights • Rights enforced • Know options • Informed about case status • Trauma reduced • Feel heard Financial situation improved	Empowerment and self-efficacy Trust in legal system V/S/C and family supported
Financial resources <ul style="list-style-type: none"> • Donations • VOCA grants • Other state/federal grants 	Write grant reports/proposals Solicit donations Budgeting	# Grant proposals submitted Donations received Budgets produced	Total funding received Resources available to provide services	Able to continue serving victims Increased # victims served
Technology/data management <ul style="list-style-type: none"> • Intake assessment tool • LegalFiles software • Exit survey tool 	Enter data <ul style="list-style-type: none"> • Update case status • Maintain database Survey clients	Active database maintained # Completed surveys processed/analyzed	Grant reports produced Data used to improve services/support grant applications	Continued and increased funding Data provides evidence of the value of victim legal services Data supports use of TIC & culturally sensitive practices
Knowledge/skills/abilities <ul style="list-style-type: none"> • Understanding of rights laws (state and federal) • Training/TA expertise 	CLE Provide training <ul style="list-style-type: none"> • Law enforcement • Legal community Stay informed <ul style="list-style-type: none"> • Current law • Court rulings 	# Stakeholders trained # CLE attended	Greater victims' rights knowledge <ul style="list-style-type: none"> • Law enforcement • Attorneys MOUs/MDTs in place Greater understanding of TIC and cultural sensitivity	Acknowledgement of importance of victim rights All legal professionals informed about victim rights Culturally sensitive and TIC provided system-wide Collaboration between legal and social service providers All populations have access to services

Final Data Collection and Analysis Plan

The data collection instruments (revised survey, activities/CMS data recording template, and instructions for collection and reporting) are contained in OCVLC's Implementation Guide from the pilot test. After final data were received, and questions clarifying the data were answered, the evaluation team conducted the following analyses:

- Percent of cases for which reporting on each data point was complete;
- Percent of cases for which data reported consisted of valid responses (within range for numerical responses, responses entered matched what was asked for on other items);
- For survey questions, whether sufficient range in responses was received (to determine whether a particular question would generate useful information, or whether another option would work better); and
- Fidelity assessment: whether ongoing collection of these data during process evaluation will be useful to measure faithfulness of activities observed to processes defined.

These analyses, along with the post-pilot focus group, were used to assess OCVLC's readiness for future evaluation, to identify issues for resolution during the process evaluation, and to make initial recommendations for possible outcome evaluation designs.

Pilot Test Experience

OCVLC did not report any issues with the data collection process, although it was laborious and time consuming. OCVLC engaged each attorney to complete the data reporting form for their own cases, and case data for a total of 52 cases was submitted for the pilot period. Survey data was extracted from SurveyMonkey and submitted to the evaluation team with technical assistance from JRSA to extract the data in the proper format. OCVLC was able to match surveys to cases on their end. During the process evaluation, JRSA will work with OCVLC on assigning pseudo-identification numbers to both surveys and LegalFiles cases to allow the evaluation team to tie case information to outcomes without violating client privacy. Table 1 shows statistics that describe the case sample submitted from LegalFiles data.

Impacts of COVID-19. One confounding factor that was not foreseen was the COVID-19 pandemic and the impacts that lockdowns and safety measures would have on courts, criminal justice, and methods and capacity for service delivery. Crude measures that we attempted to capture at the case level included number of days delay in proceedings or provision of services and changes in methods of service delivery. Mixed success was achieved in measuring these impacts. OCVLC did not report the number of days proceedings or other services were delayed due to COVID-19, but they did consistently report format in which activities were conducted; activities were rarely performed in person during the pilot period. They were most often carried out telephonically, followed by virtually, which OCVLC defined as occurring over a

Table 1: Descriptive Statistics on Cases Reported during Pilot Test

	OCVLC (N = 52)	# of Rights Enforcement Cases (incl. TPO/right to protection)
Total active cases opened prior to pilot test period (i.e., before 12/1/2020)	6	6
Total cases opened/new during pilot period (12/1/2020-5/31/2021)	24 ²	24
Total cases closed during pilot period (12/1/2020-5/31/2021)	16	16
Victimization type ³ :		
Homicide (includes attempted and survivors)	1	RP = 1
Rape/sexual assault (includes minors)	9	RPr = 4 RS = 4 RD = 3 RH = 1 NS = 1
Adult physical abuse/assault	1	NS = 1
Family/domestic violence (including child abuse/neglect)	26	RPr = 18 RD = 4 RH = 3 RR = 2 RN = 1 NS = 2
Kidnapping	0	--
Robbery	0	--
Vehicular (includes auto theft, DUI/DWI, hit and run)	0	--
Property crimes (includes theft, B&E, burglary, vandalism)	0	--
Fraud/identity theft	0	--
Stalking/harassment	12	RPr = 10 RD = 1
Elder abuse	3	RPr = 3
Other	2	RD = 1 NS = 1

Key to rights abbreviations:

RD = Right to refuse discovery	RH = Right to be heard
RN = Right to information/notification	RP = Right to be present
RPr = Right to protection	RR = Right to restitution
RS = Right to speedy trial	NS = Right not specified

videoconferencing platform. The highest frequency of activities performed by OCVLC in rights enforcement cases were informing clients about their rights and legal options (mostly by phone);

² Dates were missing or invalid for six of OCVLC's cases, so it could not be determined whether the cases were opened/active prior to or during the pilot period.

³ A single case can involve more than one victimization type or more than one right enforced; thus, the sum total of victimization types and rights enforced does not equal the total number of cases.

notifying clients about case events (mostly by phone); and participating in protective order hearings (mostly virtually). The fact that the majority of OCVLC's new cases during the pilot period were related to domestic violence and stalking corresponds with the high frequency of protective orders filed.

Data Quality Assessment

Assessment of the Pilot Data Completeness, Validity, and Internal Consistency. An assessment of data quality was performed by examining data completeness, validity, and internal consistency. *Data completeness* refers to the degree to which all critical data points were reported, measured by calculating the percentage of cases with completed data for each activity and survey question. Next, *data validity* was assessed by verifying that the data submitted for each item were in the correct type (e.g., numeric, text), values within range, uniqueness (e.g., no duplicate case ID numbers), and consistent expressions/use of abbreviations (e.g., hour, h). Part of data validity included an assessment of logical *internal consistency* (e.g., a site reported providing services 5 times total but indicated that they provided it 5 times in person and 3 times by phone (i.e., $5 \neq 5 + 3$), or whether activities reported were consistent with the type of case).

Note: All data presented reflect analysis of how useful these data will be for a future outcome evaluation and are not an assessment of service delivery during the pilot period.

Pilot Data Quality Assessment: CMS Data

Initially, OCVLC's data completion rates varied from 0% to 100%. However, it was confirmed during the post-pilot test focus group that the blank cells actually denoted that the activity was not performed, so this was corrected. OCVLC's completeness ratings could be improved by retraining staff to enter zero values instead of leaving blank cells.

Of the data available, OCVLC's validity ratings ranged between 50% and 100%. One issue that accounted for the lower percentages was that, occasionally, the number of times an activity was performed in person, virtually, and by telephone did not correctly sum to the total number of times the activity was performed. This may be corrected by automating the process of summing these figures for staff reporting data (e.g., using Excel's AutoSum feature). In addition, in some instances, time spent recording data was entered as zero; however, this was not consistent with the data entered in adjacent fields. OCVLC also made some recommendations for modifying measures in future; these are summarized in the recommendations section below.

Pilot Data Quality Assessment: Client Survey Data

OCVLC recorded information about sending surveys in their CMS for three cases, although eight surveys were received. OCVLC mentioned receiving more surveys than usual during the pilot period with the shift to electronic survey delivery, with six received electronically and only two returned on paper. However, with COVID-related delays, fewer

Table 2: Variation in Outcome Measures Captured in Client Satisfaction Surveys

OUTCOME MEASURES FROM CLIENT SURVEY	Min-Max Possible	AVCV Min-Max (N=28)	MCVRC Min-Max (N=24)	OCVLC Min-Max (N=8)
Short Term Outcomes: Client Perceptions				
Victim Reports Understanding their Rights	1-5	4-5	1-5	5-5
Victim Reports Understanding Available Legal Options	1-5	3-5	1-5	4-5
Victim Reports Being Informed of Case Status	1-5	N/A	1-5	5-5
Victim Reports Being Given Clear Expectations about Processes and Possible Outcomes	1-5	N/A	N/A	4-5
Victim Reports Feeling Views were Represented	1-5	3-5	1-5	5-5
Victim Reports Receiving Services Tailored to their Needs				
Did you understand the services available to you?	1-5	3-5	1-5	N/A
Did the services/referrals you received meet the needs you expressed?	1-5	1-5	1-5	3-5
Victim Has Financial Loss Minimized				
Did you receive help requesting Victim Compensation?	1-5	2-5	N/A	N/A
Did you receive help requesting Restitution?	1-5	2-5	N/A	N/A
Victim Receives Outcome They Perceive as Just	1-5	2-5	1-5	3-5
Longer-Term Outcomes: Client Perceptions				
Empowerment and Self Efficacy				
Given enough info to make your own decisions?	1-5	3-5	1-5	5-5
Safety Questions:				
Did you receive help with safety planning?	1-5	3-5	N/A	N/A
Are you confident you can continue to plan for your safety?	1-5	3-5	N/A	N/A
Did our services increase your ability to stay safe?	1-5	2-5	1-5	N/A
Self-Efficacy Scale				
I will achieve most of the goals I set	1-5	3-5	2-5	N/A
Am certain I can accomplish difficult tasks	1-5	2-5	2-5	N/A
In general, I can obtain outcomes important to me	1-5	3-5	3-5	N/A
I will successfully overcome many challenges	1-5	3-5	3-5	N/A
Do you feel more self-sufficient? (single question)	1-5	N/A	1-5	4-5
Increased Trust in Legal System to Operate Fairly				
Are you more likely to report crime? (single question)	1-5	3-5	N/A	N/A
Increased participation in justice system	1-5	2-5	N/A	N/A
Court Empowerment Scale				
I believe the courts will consider my rights	1-5	1-5	2-5	2-5
I believe the courts will treat me fairly	1-5	1-5	3-5	3-5
I would encourage others to report crime	1-5	1-5	5-5	5-5
I will be forced to accept an outcome I do not want	1-5	1-5	1-5	1-5
I will be forced to do things I don't want to do in court	1-5	1-5	1-5	1-5
Survivors/Families integrated into Supportive Community				
Do you have an improved support system? (single question)	1-5	3-5	N/A	N/A
Social Support Scale				
There is someone with whom I can share joys & sorrows	1-5	4-5	3-5	N/A
I have someone who really tries to help me.	1-5	4-5	2-5	N/A
There is someone I can go to for emotional help/support	1-5	4-5	3-5	N/A
I have someone I can count on when things go wrong	1-5	2-5	3-5	N/A
Are you interested in volunteering to help others?	Y-N	N/A	N/A	Y-N

cases were closed during the pilot period compared to pre-pandemic levels. In future, it will be necessary to know how many surveys were sent in total to calculate and track improvements in response rates. Various options using survey collectors available in SurveyMonkey will be explored to facilitate this process; currently, a general link is emailed to clients at case closing or included in their termination letter.

Conceptual Validity. Conceptual validity refers to whether a measure is capturing the desired information of interest. Conceptual validity across survey items was assessed, both in terms of interpretation of measures and in how much variation was received in the different measures to make them useful for outcome evaluation. A common point made during the site visit interviews was that surveys received tended to skew toward the positive, and clients who felt more negatively or were simply “ready for their case to be over” tended not to return their surveys. Knowing that this response bias can be a problem, the evaluation team first attempted to increase the number of responses by having sites that were previously using paper surveys (AVCV and OCVLC) try offering an electronic version of the survey, as described above. We also tested new survey questions to try to elicit more variation in responses than sites reported receiving to their previous surveys to try to address the skew toward the positive—or at least to collect more detail from those that do respond.

Table 2 shows the variety in responses received to survey questions intended to capture short-term and long-term outcomes defined in the conceptual model and agreed upon by the sites. The table contains results for AVCV and MCVRC as well, for comparison, as each site’s survey questions were slightly different. Each conceptual model outcome is noted in bold font, and if there was more than one measure used to capture the outcome, it is listed below the outcome in question. In some cases, two measures to capture the same outcome were tested to assess which performed better (that is, elicited more variety and/or garnered more responses).

OCVLC’s surveys still skewed toward the positive side (eliciting 4s and 5s for most questions), but their number of surveys returned was fewer than the other sites, which is in line with their lower case numbers as a smaller organization. Generally speaking, responses received for AVCV and MCVRC showed a good amount of variation. This suggests that most of the measures above will provide the nuance desired for an outcome evaluation.

Comparisons between different measures tested to capture the same concept were also made by assessing each one for variation and per-item response rates, by examining responses to free-text fields for additional detail on client interpretation, and via discussion with the post-pilot focus groups about staff interpretations. Recommendations for specific measures going forward, based on these analyses, follow later in Tables 7 and 8, particularly for different measures assessed for their ability to capture the same concept.

Pilot Data Quality Assessment: Organizational Outcome Data

Some organization-level data were also collected to gain a sense of whether basic system and community outcomes could also be measured. Data were collected in three categories: Networks Established/MOUs in Place with Legal Actors and Other Partners; Legal Actors Informed about Victims’ Rights; and Communities Educated about Victims’ Rights. Data collected about MOUs, professional trainings, and community outreach activities are shown in Table 3. OCVLC reported one formal MOU in place with Legal Aid and several working relationships with criminal justice system actors, victim service providers, and community groups across the state. OCVLC conducted four trainings with other legal actors during the pilot period to inform them about victims’ rights; however, due to the COVID-19 pandemic, all training and outreach were conducted remotely. During the pilot test, we attempted to use the ‘referrals in’ variable as an outcome measure for both training and outreach activities (the assumption is that successful training should result in an increase in referrals from that source).

Table 3: Organizational Outcomes

Activity	OCVLC	Outcome category
MOUs in place to provide/receive client referrals	Yes	Networks Established/MOUs in Place with Legal Actors and Other Partners
# of MOUs with legal providers	1	
# of MOUs with social services providers	0	
# of MOUs with criminal justice system partners	0	
Names of organizations with MOUs	Legal Aid	
Conduct trainings	Yes	Legal Actors Informed about Victims' Rights
Number of trainings conducted	4	
List trainings and audiences	Prosecutors, Attorneys, Judges	
Outcome: Number of referrals resulting from each training and from whom (List each separately)	Referrals Received from System Actors, but not tied to individual trainings	
Conduct outreach activities	Yes	Communities educated about victims' rights
Number of outreach activities	10	
List trainings and audiences	Not Reported	
Outcome: Number of referrals resulting from each outreach activity (List each separately)	Not Reported	
COVID-19 Impacts?	Trainings/ Outreach conducted remotely	

While ‘referrals in’ could be tracked, LegalFiles was not modified to add specific training *events* as options in the referrals field. During the formative stage, pilot sites were more heavily focused on the client-level CMS and survey data collection implementation. The ability to better

capture these organizational outcomes in the future (referrals resulting from specific system actor training and community outreach events) will be explored further during the process evaluation, as will the ability to measure impact by combining the name of the group trained with the case start date on the back end to tie the increase in referrals to a specific effort.

Fidelity Assessment

Fidelity (faithfulness) to program design may be assessed using three types of implementation measures: Context, Compliance (also called Adherence⁴), and Competence (definitions below). The implementation/CMS data collected will provide preliminary/formative stage information on compliance measures that were based on the process flow in Figure 2 above, whereas Context and Competence information will come from the document review, site visit interviews, and post-pilot focus groups. Results from this section will be used to determine whether the data collection as pilot tested in this phase will be sufficient to conduct the formal fidelity assessment in the process evaluation.

Context Fidelity

Context fidelity measures pertain to the *prerequisites* for high-fidelity implementation, including items such as job qualifications, training, and having the resources needed to properly deliver services as designed. Table 4 shows the prerequisites OCVLC has in place to deliver services; information to assess adequate presence of these resources came from the document review and site visit interviews, with additional context about statuses that may have changed during the formative evaluation period provided by the post-pilot focus groups.

In terms of staff competencies, legal staff possess the required knowledge of victims' rights and related laws, have experience providing training/technical assistance to partners, and have access to a language line for interpretation services as needed. Access to interpretation is a crude measure of fidelity to the principle of cultural sensitivity in service delivery. This concept will be examined in greater detail during the qualitative portion of the process evaluation. Among victim advocacy staff providing non-legal representation support (connection to social services, emotional support/accompaniment, non-legal victim advocacy, etc.), OCVLC staffs this position with candidates who have prior experience with victim advocacy, but they do not have formal degree requirements, such as a degree in social work.

All three project sites indicated that, during the pilot test period, they experienced cuts in grant funding. This loss of financial resources (indicated with the * next to the X in the Financial Resources line) has resulted in reductions in staff size. All sites have a CMS in place to manage case data that is adequate for supporting victim services. However, there is variation across sites

⁴ www.ndsu.edu/vpsa/assessment

in the ability to modify them with ease for evaluation and reporting. OCVLC can consult with LegalFiles to do modifications for them, but this comes with some expense.

Table 4: Context Fidelity Measurement

INPUTS/RESOURCES (FROM LOGIC MODELS)	OCVLC
Legal Staff Competencies	
• Understanding of victims' rights laws (state and federal)	X
• Expertise in DV and laws re. Protective Orders	X
• Training and TA expertise	X
• Cultural sensitivity (measured by access to language interpretation resources on staff or via language line)	X
Social Work/Advocate Staff Competencies	
• Social work degree	
• Victim advocacy training	X
Trauma Informed Care Competencies	
• Formal training (e.g., neurobiology of trauma)	Some staff
• Informal training (sensitivity to clients' situations)	X
Sufficient Financial Resources	
	X*
Sufficient I.T. Resources	
• Adequate CMS	X
• Ability to Modify CMS	With Difficulty
• Ability to Match Cases between Survey and CMS data	Partially – will resolve during process phase
Formal Policies, Procedures, and Mechanisms	
• Intake/Needs Assessments	X
• Policies/Procedures for Service Delivery (formal/written or informal)	Some/In progress
• Client Satisfaction Surveys (client feedback mechanism)	X
MOUs or Informal Agreements with Criminal Justice System Partners and other Victim Service Providers	
	X

OCVLC has intake/needs assessment mechanisms, policies and procedures, and client satisfaction surveys. Written policies and procedures manuals exist in various stages of formality. However, even where formal manuals may not exist, regular weekly and monthly meetings are held among staff to discuss case handling and ensure service consistency and quality, and staff consult closely with the executive director on all cases where there may be a question.

All sites keep detailed lists of partners at other victim services organizations and within criminal justice system partners for use in collaborating/advocating on behalf of victims and/or to whom they can refer victims for additional services, whether agreements with such partners involve formal MOUs or not. A crude measure of the presence such formal/informal arrangements can be found in the referral source (referrals in)/external referrals (referrals out)

measures discussed above. None of our sites track the details of whom external referrals were made to in an easily-extractable way in their CMSs, but the referral source measure will provide a record of partner organizations that provide the most referrals in.

Compliance Fidelity Testing

Compliance fidelity focuses on adherence to design elements and protocols, including proper level of client exposure to each step in services (called *dosage*; Mihalic et. al. 2004). Based on the pilot data collected, we assessed the *reporting* of whether key steps in the specified process flows for each site were consistently completed (basic compliance fidelity in preparation for the process evaluation), but true assessment of compliance/adherence and dosage will continue during the process evaluation as refinements to the data reporting processes continue.

Please note: for compliance fidelity assessment, it is important to recognize that the numbers of activities reported for each case were limited to those that occurred during the pilot test period itself. Therefore, these analyses should not be construed to mean that an activity in a case was not conducted if it simply occurred outside of the pilot test period.

To preliminarily assess the data collected and its usefulness for evaluating the consistency with which each clinic implements each step in their service provision process flow, Table 5 presents the percentages of cases in which each step was reported performed by staff. Table 5 provides additional explanations of the pandemic’s effects on service delivery in each site based on the COVID-19 impact interviews. While these results are true to the data provided

Table 5: OCVLC Pilot Period Compliance Fidelity Based on Reported Data

OCVLC Activity/Service	All Cases (N=52)	Rights Enforcement (N=21)	Protective Orders (N=31)	OCVLC Process Flow	COVID-19 Impact
Referral In Received	100%	100%	100%	X	Initial decrease from DA, then increase → delays. No walk-in services at Gateway/ DV orgs impeded contact w/victims lacking safe internet/ phone.
Intake/Needs Assessment	92%	86%	97%	X	
Informed of Rights	44%	76%	23%	Initial Atty Consult	
Informed of Legal Options	30%	48%	68%	Initial Atty Consult/ Advocate	

WHAT CONSTITUTES SUCCESS? EVALUATING LEGAL SERVICES FOR VICTIMS OF CRIME
FINAL SITE REPORT: OREGON CRIME VICTIMS LAW CENTER

OCVLC Activity/Service	All Cases (N=52)	Rights Enforcement (N=21)	Protective Orders (N=31)	OCVLC Process Flow	COVID-19 Impact
Provided External Referrals	21%	24%	19%	Initial Atty Consult	
Notified of Case Events	75%	71%	77%	X	DAs on rotating schedule led to delays in notice of events and communication of same to victims/others.
Followed up with Client	37%	33%	39%	X	
Compensation Application Help	2%	5%	0%	Part of Rights Enf.	
Compensation Appeal Help	6%	14%	0%		
Assist with Victim Impact Statement	12%	24%	3%	Part of Rights Enf.	
Survey Sent (recorded in CMS)	8%	14%	3%	X	
Criminal Court Accompaniment	25%	43%	13%	X	Court operations differed by jurisdiction. Many hearings continued. Increase in rights violations (esp. notification and restitution).
Civil Court Accompaniment	15%	19%	19%	X	
Criminal Appearance Legal Rep.	29%	43%	19%	X	
Civil Appearance Legal Rep.	23%	0%	39%	X	
Protective Order Filing	4%	5%	3%	X	Protective order hearings were upheld throughout the pandemic (mainly telephonically or virtually).
Protective Order Extend	6%	0%	10%	X	
Protective Order Enforcement	10%	10%	10%	X	

by OCVLC, they should be interpreted with caution for two additional reasons: (1) the COVID-19 pandemic has severely impacted the clinics’ operations in the past year, and (2) the pilot test was also being used to test new data collection and reporting procedures. During this process, difficulties in reporting various measures were identified for resolution during the next phase (one of the purposes of doing a pilot test).

Of the 52 cases on which OCVLC compliance rates are calculated in Table 5, 40 were new cases. As with the other sites, needs assessments and other early steps in the case processing flow for the remaining cases that would have occurred prior to the pilot period are not included in these numbers; however, OCVLC’s limited representation agreements lead to cases of shorter duration compared to full representation agreements, which means that their compliance table captures more of the process flow steps completed for each case than AVCV’s or MCVRC’s. As

OCVLC was the only clinic that provided representation for protective order cases, their activities were measured for rights enforcement cases and protective order cases separately to enable comparisons.

Needs assessments and connected steps were reported for most cases. Clients were informed of their rights/legal options (with more rights enforcement clients being informed of rights and more protective order clients being informed of legal options), and staff notified clients of case events. Activities related to compensation and restitution (Assisted with Filing Compensation, Assisted with Compensation Appeal, Victim Compensation Secured, Restitution Secured) were performed less often by OCVLC staff, similar to AVCV, but not at all during the pilot test. However, in contrast to OCVLC's rights enforcement cases, a higher proportion of their protective order cases involved assistance with civil court appearances due to the fact that protective orders can be pursued in both civil and criminal venues.

All in all, OCVLC reported sufficient data for a preliminary assessment of compliance fidelity. These data collections can be continued for the formal fidelity assessment during the process evaluation.

Competence Fidelity

Competence fidelity focuses on quality of service delivery, including whether staff deliver services with buy-in and skill, and whether clients were engaged and responsive to service efforts. Data to assess potential for a formal competence fidelity assessment came from document review and the site visits, and collection of an additional implementation measure was also attempted in the pilot test (whether clients remained engaged through the conclusions of their cases).

All staff exhibited an enthusiastic commitment to quality victim representation and service provision during their site visit interviews as they described the detailed processes each organization has developed to advocate effectively on clients' behalf. The executive director was highly engaged during development of each site's process flow and the selection of outcome measures. These individuals participated in multiple rounds of collaborative phone calls, providing active feedback in preparation for the pilot test. Using engagement with the pilot test as a crude proxy for staff commitment to service quality, OCVLC staff were less vocally engaged during pilot test trainings than during the in-person site visits, though perhaps this was because of the virtual training format. On the other hand, OCVLC's line staff were very engaged during the post-pilot focus group and provided a lot of input for moving forward in the evaluation process, which may also be an indicator of their commitment to providing high-quality services.

There was an attempt to collect data from each site on whether clients remained engaged throughout their cases and, if they ceased participation before case conclusion, why. Among the

sites, OCVLC reported in 49 of 50 cases that clients remained engaged throughout their cases. In the 50th case, the client stopped returning phone calls, but the reason for this was not known or provided. OCVLC's high number of clients that stay engaged throughout is likely attributable to their limited representation agreement structure, which means that their cases are likely to close more quickly than cases where a single representation agreement can cover pretrial through sentencing and parole, giving clients a much lengthier window for possible attrition. Alternative and more practical ways to capture sustained client engagement will be explored during the process evaluation, since two out of the three sites had difficulty reporting on this measure during the pilot test. Additional measures of the resulting quality of services may be gleaned from the client satisfaction surveys, discussed earlier.

Additional information was also gathered about the impacts of COVID-19 on the quality of service delivery. Staff across the three sites mentioned that the shift of many proceedings and meetings to a virtual format has resulted in the ability to provide a more personal level of services to some clients located in parts of the state that are farther from the office. Furthermore, virtual proceedings enabled some clients who may have had difficulty traveling to court to participate more easily. While postponements and other criminal justice system difficulties during COVID-19 created frustration among some clients, staff reported that the forced changes enabled them to be creative in pursuing quality in service delivery.

Evaluability Assessment

Evaluability assessment (JRSA, 2003) is used to determine whether a formal evaluation will be helpful for an organization. To make this determination, several practical questions must be answered. These include whether a number of key components will be possible to execute, a final assessment of available data (or potential available data), and what research designs might be possible using it. Answers to these questions are below.

1. ***Whether clinics can obtain outcome measures for existing clients.*** Outcome measures for existing clients may be obtained via client satisfaction surveys and, for outcomes tracked in the CMS (e.g., restitution secured), it may be possible to collect these data depending on how far back we can go after system modifications are made. In order to reduce burden, we do not recommend going back further than the pilot period.
2. ***Assess the ability to survey or interview clients at 1, 3, or 6 months after case completion.*** At this time, it is recommended to proceed with the normal post-case closure survey schedule due to sensitivity to client trauma. By the time a case concludes, most clients do not want to maintain further contact as it reminds them of their case. However, additional options will continue to be explored during the process evaluation.
3. ***Assess the ability to capture outcome variables tracked in case files or CMS.*** While most outcome measures tested came from the client survey, some outcome data were

possible to extract from the CMS pertaining to compensation or restitution. Without the ability to search text fields in LegalFiles, however, even the ability to track those amounts was limited. This is further complicated by the fact that none of the sites receive outcome information from those petitions routinely. It may be possible to start tracking judgments, even if it is not possible to track whether the client received the payment.

4. ***Assess the ability to capture outcomes via staff interviews, focus groups, or questionnaires.*** This was possible during the formative evaluation and will continue.
5. ***Assess the agency burden to collect and report data and the feasibility of implementing such additional data collection.*** It is feasible for OCVLC to continue collecting and reporting evaluation data, with some modifications during the process evaluation period to measures collected and to process and reporting mechanisms.
 - a. OCVLC spent an average of between six seconds to 2.6 minutes per case reporting each data point. OCVLC's reporting processes were at least partially manual, but the time commitment was reasonable.
 - b. However, the financial burden gives more information about the potential burden of continued data collection implementation. OCVLC billed for 208 hours of time for a total of \$16,918.39 to participate in the formative evaluation, out of the \$24,050 available in their project budget.
6. ***Whether informed consent procedures and structures could be put in place to obtain outcome data immediately following services and at some future point in time, such as 3 months or six months later.*** Informed consent language was implemented for the client satisfaction surveys. The ability to track longer-term outcomes is still in question, as sites do not want to lengthen the potential for re-traumatization for clients whose cases are completed. Organizational outcomes such as increased referrals as a result of a training or new partnership, or increases in success with certain types of motions based on case law established, may be possible over a longer period.
7. ***Whether a cost-benefit analysis would be feasible to conduct as part of a full evaluation.*** Initial burden related to the pilot test is noted above in item 5. Conducting a cost-benefit analysis of doing an outcome evaluation will be explored in the next phase.
8. ***Whether clinics are aware of other sources of data that can be used to measure outcomes.*** OCVLC was not immediately aware of any additional sources of data on victim outcomes that could be incorporated into an evaluation. Initial project team explorations of external datasets that might provide supplemental or contextual data to expand the analyses possible in an outcome evaluation were not fruitful, but will continue during the process evaluation. The difficulties lie in the ability to isolate legal services outcomes from general victim services outcomes in standard datasets such as the NCVS and similar collections.

9. ***Whether baseline measures may be collected.*** Baseline measurement will be a challenge, given that this is a well-established program that is not implementing new programming. That said, it may be possible to use data from the pilot period as a baseline for assessing practices before and after the pandemic forced adaptations in service delivery, such as changes in client meeting and court proceeding formats. Initial survey and CMS outcome data collected during the pilot may have the potential to serve as baseline measures for an outcome evaluation in the future.
10. ***Data Assessment:*** The details of the data assessment for each site were presented above, including the data they currently track, the format the data are in, whether/how much data the clinics can share for evaluation purposes given attorney-client privilege, and capacity to track additional data (tested via the pilot). Here, we discuss how the information learned might be applied to select a future outcome evaluation design.
 - a. We know that OCVLC has the ability to expand their data collection capability in the future, though OCVLC's process is still manual. However, by engaging all staff to report on their own cases, the burden on any one individual was lessened, and explorations of modifying LegalFiles/automating portions will continue.
 - b. The burden that implementing new data collection would impose on the agency can be measured via time billed to the project for data collection activities and, secondarily, gathering information on the amount of time it takes each agency to report on individual data points.

Will an evaluation be useful at this time? Table 6 shows the completed Evaluability Assessment Checklist used to determine readiness of OCVLC, AVCV, and MCVRC for outcome evaluation. Items are divided into three categories: *Program Design*, *Information Availability*, and *Agency Context*. All items were marked as adequate (with a large "X") if they are present now, or will be after resolution of identified issues during the process evaluation phase. Others for which there is some evidence, but that require further exploration, are marked with a small "x." Items for which no evidence is yet present are left blank. The average standard across the sources used to create this matrix (see footnote) was that over 80% of criteria should be present for a site to be able to move profitably into a full evaluation.

Eight items are listed in the *program design* category. All but whether program targets are informed by baseline data are indicated to be present. As to item 3, the programs have identified steps to achieve desired outcomes as indicated by the conceptual model and the process flows, but it is not clear that they have numerical targets, such as numbers of clients served annually, as part of their program planning; therefore, this item is marked with a small "x." Whether the theory of change is consistently described in program documents is also marked with a small "x" because, while the *spirit* of the theory of change is reflected, the theory of change itself was elucidated via the conceptual model process and is not yet incorporated into documentation. Sites may decide to do this after the process or outcome evaluation is completed.

Table 6. Evaluability Assessment Checklist⁵

Program Design	AVCV	OCVLC	MCVRC
1. Does the program have a theory of change?	X	X	X
2. Do the organization's program documents consistently describe the theory of change?	x	x	x
3. Does the program have identified targets and steps to achieve desired outcomes?	x	x	x
4. Are the program targets informed by baseline data or other evidence?			
5. Do the program targets include indicators of success?	X	X	X
6. Do views of program targets vary among different stakeholders?	X	X	X
7. Does the program design include a method for collecting views of stakeholders?	X	X	X
8. Is the program serving its intended population(s)?	X	X	X
Information Availability	AVCV	OCVLC	MCVRC
9. Is a complete set of program documents available?	x	x	x
10. Do baseline measures exist?			
11. Are there data on a control group?			
12. Is there a data collection process for program targets and indicators?	X	X	X
13. Are disaggregated data available?	X	X	X
14. Are interim reports collected?	X	X	X
Agency Context	AVCV	OCVLC	MCVRC
15. Are there sufficient resources (time, fiscal, personnel, IT, partnerships) for the program duration?	x	x	x
16. Is there opportunity for the evaluation to influence program implementation?	X	X	x
17. Are key stakeholders available to provide input?	X	X	X
18. Is there a process for using stakeholder input to inform program implementation?	X	X	X
19. Can external factors (political, climate, security, etc.) impact the evaluation?	X	X	X

X (Capital X) = Present and sufficient

x (Lower case X) = Present, but requires further exploration during the process evaluation to determine sufficiency for outcome evaluation.

Blank entry = Not yet identified, but will be explored further during the process evaluation.

⁵ Adapted from May (2021), the United Nations Programme Development (UNDP) Independent Evaluation Office (2019), the Department for International Development (Davies, 2013), and Jones (2013).

The second category in the evaluability assessment checklist is *information availability*. All three sites have a data collection process in place for program targets and indicators, though it is being refined. Disaggregated data are available for all three sites, and reporting is set up that, by the end of the six month pilot test, all three sites could submit quarterly interim reports. These reports require further modification and resolving of some issues, but the capability is there. Data for baseline measures or control groups have not been identified, but possibilities for rigorous evaluation designs being explored are discussed above. Whether there is a complete set of program documents available is marked with a small “x” for all three sites, as some documents were undergoing revisions at the time of this writing.

The final category in the evaluability assessment checklist is *agency context*. The opportunity for the evaluation to influence program implementation is present in all three sites. Focus group participants from each site expressed enthusiasm for the potential of the new measures from the pilot test to inform their work. All sites had at least partial buy-in, and the project team plans to implement more frequent one-on-one conversations with line staff to build this buy-in during the quarterly fieldwork visits that will be central to the process evaluation. Key stakeholders are available to provide input and their collaborative approaches to victim services indicate that there is a process for stakeholder input to inform service delivery. External factors can impact the evaluation, as the COVID-19 pandemic impacted this formative evaluation, and as funding reductions can also impact capacity to provide services and participate fully in the evaluation. For example, AVCV has temporarily stopped taking new clients until lost funding is replaced. For that reason, “adequate resources” is marked with a small “x” for all three sites and resource levels will be monitored throughout the process evaluation.

As all sites met at least 85% of the criteria identified with either full or partial affirmative classifications, all three sites are recommended to move forward into the process evaluation and into preparation for outcome evaluation.

Discussion and Recommendations for Next Phase

Final Measures Recommended for Next Phase

As a result of the pilot test, a number of recommendations for measures that worked well and revisions to others rose to the surface. Tables 7 and 8 below summarize the implementation (CMS) and outcome (mostly survey) measures recommended for ongoing use in the process evaluation. Whether analyses can be conducted at the case level, particularly related to matching surveys to cases in each site’s CMS, or solely by crime type will continue to be explored during the process evaluation. Case matching can be important to analyzing whether clients receiving different levels or quality of service may tend to have different outcomes.

These are the recommendations made across all three sites; solutions may be individualized to OCVLC’s environment as needed. For example, OCVLC’s survey is shorter than AVCV’s or MCVRC’s, and more information is needed to ascertain whether OCVLC can modify their CMS as easily as AVCV and MCVRC can. If not, then we will collaborate on which measures would be most important for having system changes made.

Table 7: Recommended Implementation Measures for Next Evaluation Phase

Implementation/CMS Measures	Proposed Changes/Improvements
Reason for Contacting	Add'l training/Modify CMS to capture, reduce error, and eliminate need to manually extract from free-text case notes.
Type of Victimization	Add'l training/Modify CMS as above.
Referral Source	Add'l training/Modify CMS as above.
Representation Issue	Add'l training/Modify CMS as above.
If rights enforcement, which right?	Add'l training/Modify CMS (radio buttons for multi-select option)
Conduct thorough victim intake and needs assessment	Separate Intakes from Needs Assessments
Client remained engaged throughout case	Change language: "Did clients cease participation before the case was concluded?"
Inform about rights	No change
Inform about legal options	No change
Provide external referrals	Investigate ability to track where clients are referred
Notification about case events (pretrial, trial/ plea, sentencing, appeals, release)	Examine usefulness/feasibility of disaggregating by type across sites.
Criminal court appearance	No change
Civil court appearance	No change
Protective order filed	No change
Protective order appealed/ extended	No change
Protective order enforced	No change, but add "Protective Order Modified" as new item
Criminal court accompaniment	No change
Civil court accompaniment	No change
Follow-up/check in	No change
Compensation claim filed	No change
Compensation claim appealed	Omit for OCVLC
Help with claiming restitution	No change
Assist with impact statement	No change
Survey sent	Improve ability to capture from SurveyMonkey or CMS, depending on method of survey recruitment (customized or generic link, depending on site)
Survey response collected	Drop unless full case matching possible

Implementation/CMS Measures	Proposed Changes/Improvements
Activities to Add:	Discuss feasibility of adding some or all of the following, suggested by OCVLC: drafting and filing legal documents, legal reviews, protecting clients' records, proactive litigation, providing emotional support to clients, communicating with other legal parties (e.g., defense, prosecution), and conducting case-specific research.
For all Implementation Measures:	
Format (Virtual, Phone, In-Person)	Add auto-sum function to reporting spreadsheet (for those transcribing numbers) to reduce error <u>or</u> have IT add these fields to CMS to facilitate automation.
Time Spent recording data/on activity	Add hours spent providing each service to future data collections for sites where practical (AVCV collects, OCVLC does not). Convert from minutes to hours for easier integration with current practice.

Table 8: Recommended Outcome Measures for Next Evaluation Phase

Conceptual Model Concept	Proposed Changes/Improvements
New Outcome Measures	
Victim reports feeling their views were represented	No change
Victim has financial & resource losses minimized	Add measures to collect data on activities related to assisting with applications and addressing issues (e.g., filing memos, attending restitution hearings). Knowing the amounts actually collected is rare; perhaps ask in survey instead of extracting from CMS.
Increased trust in legal system to operate fairly	The Court Empowerment Scale performed better than asking simply, "Are you more likely to report crime?" Implement the scale going forward.
Victim reports having/understanding available legal options	No change
Survivors and families reintegrated into the community and feel supported	Asking "Do you have an improved support system?" performed better than the Social Support Scale in the survey. Keep single question, drop the scale.
Modified Outcome Measures	
Empowerment & self-efficacy	Cut the Self-Efficacy scale and go with the single question, "Do you feel more self-sufficient?" Safety questions also performed well, with MCRVC's single safety question performing better than AVCV's series of three questions.
Victim reports understanding their rights	No change
Victim receives services tailored to their expressed needs	Add measures to better inform improvements in service delivery (e.g., reason for dissatisfaction, how

	staff could have better assisted, what a better experience would have looked like for that client) for MCVRC
Victim receives outcome they perceive as just	No change
Policy/practice in place among partners for victim support referrals	Evidence of networks in place via reporting of referrals in/referrals out and formal MOUs/Informal agreements. More detailed information needed on MOUs. Organizations to whom a client was referred are not easy to extract from CMSs as they are in non-searchable free-text files, if recorded.
Communities are educated about victims' rights and options to seek assistance	Information collected on trainings and outreach; modify "referrals in" variable, if possible, to be able to attribute referrals to a specific training or outreach event.

Process Evaluation

Results from this formative evaluation will be used to inform the next two phases of evaluation. The process evaluation, which is the next phase, will consist of deep, qualitative data collection entailing two main parts: in-person direct observation of services where attorney-client privilege is not an issue (observing public proceedings), and detailed activities journals provided by the attorneys (for information where attorney-client privilege prevents direct observation). It will also include continued refinement and implementation of the data reporting launched in the pilot test.

Proposed Outcome Evaluation Research Design

After the process evaluation is completed, the results of the formative and process evaluations will be used to create an outcome evaluation design with the greatest chance of success for the three programs. It is understood that random assignment of crime victims into different service tracks is not considered ethically possible in many victim services environments. This is true for the rights enforcement clinic environment as well; no site felt comfortable denying a service to a client in crisis if the client needs it for the sake of research or random assignment. All sites also communicated the difficulties that might be involved with collecting outcome data for clients who may have been referred to their clinics, but opted not to contact them, such as the availability of data from prosecutors' offices, the ability to survey non-users of services, and the fact that those clients might not be comparable to each other (self-selection bias). Furthermore, there can be difficulties maintaining the integrity of the evaluation design in a randomized control trial (RCT) when there are possibilities for differential attrition (one type of client may be more likely to cease participating in their case through conclusion than another) or cross-group contamination (individuals in one treatment group may influence the behavior of individuals in another treatment group).

These are well-established clinics for many years that are not implementing a program from scratch. That said, the COVID-19 pandemic presented an external shock to the way services are provided, and to the criminal justice system itself, that could not have been predicted at the outset of this project. Adaptations have resulted in a greater shift, for example, to more frequent use of virtual proceedings and technological adaptations to client meetings, or to innovations that ensure confidential conversations between victims' attorneys and clients may still occur during otherwise public Zoom hearings. Besides simply creating challenges, the shift to virtual formats also provided benefits, such as greater access for some clients that might otherwise have difficulty traveling to an in-person hearing.

The ability to examine the effects of these changes over a longer period of time will be explored during the process evaluation. While the pilot tests had to be implemented after clinics had a chance to move past the first shock of nationwide lockdowns, the ability to use VOCA reports and other previously-collected grant data to retroactively construct baselines on at least some measures will be explored.

Therefore, careful assessment to determine the most rigorous quasi-experimental evaluation design possible is the next step. Alternatives under consideration include, but are not limited to:

1. *Quasi-experimental designs using procedures that can achieve a high degree of equivalency without random assignment.* Propensity score matching may be one such option if the unit of analysis is the individual, or matched comparison groups may be used if client privacy concerns necessitate grouping of victims by crime type. All clinics report client demographic information for their VOCA grants that we could use for matching purposes.

Options in this category may be explored using each rights enforcement clinic as a comparison site for the others; AVCV and OCVLC might be compared in a most similar design on their rights enforcement services, even if their non-legal advocacy functions are structured differently, whereas MCVRC might be used as a contrasting, most-different case given their larger size and their larger emphasis on holistic victim services. Because each site's environment, approach, and scope of services is different, outcomes could be evaluated to generate information on common service elements that generate the greatest increases in key performance metrics after accounting for differences in environment and populations served.

2. *Interrupted time series designs*, where aggregate outcomes are examined before and after implementation of any change to services, such as COVID-related adaptations. Given some of the data limitations with our sites, such as limits to the ability to match all surveys received to their corresponding cases in the CMS data, this may be a good option. Within an interrupted time series design, procedures such as propensity score matching or

matched comparison groups and use of the three sites as comparisons for each other would also be employed as described above under quasi-experimental designs. A difference-in-difference approach within the interrupted time series framework might be used to facilitate those comparisons.

Usefulness of this Research

For OCVLC

The most important use of evaluation data is to inform practice, and it can be difficult to make the connection between data collected and reported—especially numerical data—and practice, when the true impact of services is more easily seen in one-on-one interactions with victims than in information collected by ‘ticking boxes.’ Through the pilot test process with the new measures, it is hoped that the data collection implemented can help OCVLC provide additional important information to stakeholders about trends in service delivery, victim outcomes, and achievement of meaningful objectives, as well as be of use to OCVLC in its efforts to foster an environment of continuous improvement. Such benefits include:

- Adjusting standard performance measures data (numbers of activities performed, as reported for VOCA) to provide more detail on desired outcomes from the conceptual model. Then, by comparing them against OCVLC’s carefully designed procedures and assessing real-life fidelity (faithfulness) to those procedures via the initial fidelity measurement conducted here that will continue during the formal process evaluation, this fidelity measurement should provide OCVLC a tool by which areas where deviation from best practices may be identified and corrected.
- Re-designing some survey questions to generate more variety in responses. Doing this can generate useful information about trends in victim outcomes that can supplement the free-text responses that OCVLC values. The ability to measure these trends and tie them to program activities can inform internal program design and increase the ability to demonstrate OCVLC’s value to funders, boards of directors, criminal justice and victim services partners, legislators, and the community. It is understood that OCVLC wishes to keep its survey short; this is wise, given the decrease in response rates to later questions in AVCV’s and MCVRC’s longer surveys. The evaluation team can continue to work with OCVLC to strategically refine the survey for even greater utility and higher response rates (survey and per-question).
- By basing data collection and measurement on a conceptual model of best practices and a logic model based on the goals and theory of change defined in the conceptual model, OCVLC can meaningfully measure progress against its stated mission and goals, and provide further evidence to stakeholders of this progress.

- And, as demonstrated during the pilot test, measuring progress against that model can serve as a guide when external factors may disrupt “business as usual” (e.g., the COVID-19 pandemic). When the methods and strategies of service delivery must change, remaining focused on defined goals and the metrics to measure them can guide those adaptations to ensure continual progress, even if that progress is met with challenges along the way.

These benefits can be of value not only to OCVLC, but to the field of victims’ rights enforcement across the country.

Theoretical Contributions

This project synthesized previous research and input from a variety of legal service providers and crime survivor stakeholders to create a needed conceptual model and theory of change for victim legal services that has so far been lacking in the field. Like Cris Sullivan’s (2016; 2018) conceptual model for domestic violence victim services, our conceptual model for victim legal services provides a framework that researchers and practitioners can use to test hypotheses (in general research) and program effectiveness (in evaluation), where only more general studies about the impact of legal services for victims existed before. While the “road test” of this model for victims’ rights enforcement clinics is still set to continue during the process and outcome evaluations, this research demonstrated how the conceptual model can be operationalized for specific programs, built out into a logic model, and implemented in practice.

Contributions to Evaluation

Through the creation and application of the conceptual model through this formative evaluation, several issues were identified that evaluators should be mindful of when evaluating any victim legal services clinic. These include legal privacy concerns, such as how to collect data for program evaluation at the client level while still maintaining attorney-client privilege, which may be less of a concern in other victim services fields. Other issues common to all formative evaluations include the need to assess the cultural readiness of an organization to make use of, and participate in, an evaluation; staffing and available resources to do so; and IT issues.

Lastly, since March 2020, almost every facet of life has been touched by the COVID-19 pandemic; the clinics in this project, the evaluation, and the criminal justice system writ large are no exceptions. Additional external factors to be mindful of are related to ongoing criminal justice reforms. For instance, efforts to reduce prison populations, such as via compassionate releases of offenders, should not ignore victims’ rights in the process. In an effort to protect victims in these circumstances, advocacy work, amicus briefs, and filing for injunctions may become more prevalent in the work of rights enforcement clinics.

However, despite such external disruptions that were not thought of at the time it was created, the conceptual model provides a basis for creating logic models, programs, and evaluation designs, even during challenging and changing circumstances. In this project, it provided the bellwether for charting how to measure impacts in the new COVID-19 and criminal justice reform environments: do the same outcomes and objectives still apply, and how do organizations go about achieving the same objectives for clients in radically changed or changing systems? All three clinics emphatically declared that their desired victim, community, and system outcomes did not change; the challenges were related to how they needed to adapt to achieve them. Hence, the model still held during times of difficulty.

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